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ABSTRACT

This report consists of two sets of criteria developed by the NEA Task Force on bilingual/multicultural education. The criteria presented are for: (1) effective bilingual/multicultural education programs, and (2) state legislation which establishes such programs. The first set of criteria includes factors such as state and federal laws, student characteristics, staff characteristics and preparation, program and curriculum development, community involvement, and research. The second set of criteria includes 25 factors which state legislation must reflect, concerning the languages of instruction, the maintenance of languages other than English, cultural education, parental involvement, teacher education and qualifications, program evaluation, subsidy of programs, assessment of student language skills, and the establishment of resource centers. The report further considers the issue of the motivation of individuals and groups who directly and indirectly profit from bilingual/multicultural education, including students, teachers, local education associations, school boards, the community, school administrations, support staff, and higher education. The Task Force recommends that NEA: (1) accept the criteria outlined in the report as its official position with respect to bilingual/multicultural education, and (2) work with state affiliates to implement these policies. (CLK)

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REPORT OF THE NEA TASK FORCE ON BILINGUAL/MULTICULTURAL EDUCATION

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MEMBERS OF THE NEA TASK FORCE ON BILINGUAL/MULTICULTURAL EDUCATION, 1974-75

Manuel Banda, Jr., *Chairperson*
National Teacher Corps Program
Program Development Specialist
26728 Rolling Vista Drive
Lomita, California 90717

John Bates
Classroom Teacher (secondary)
5330 Thrill Place
Denver, Colorado 80209

Carl Downing
Classroom Teacher (higher education)
3041 Drakestone
Oklahoma City, Oklahoma 73120

Mary J. Gilmore
Classroom Teacher (elementary)
19 Hunt Street
Apartment 34
Weymouth, Massachusetts 02188

Thaddeus Lau
Classroom Teacher (secondary)
722 Alvord Avenue
Flint, Michigan 48507

Administrative Liaison
John D. Sullivan

Staff
Donald R. McComb
Malinda G. Miles

PREFACE

The Task Force thanks the teachers, other educators, representatives of organizations, and all others who expended the time and effort to provide their ideas, insights, and experiences on bilingual/multicultural education. This report was approved unanimously by the members of the NEA Task Force on Bilingual/Multicultural Education.

INTRODUCTION

In its first year of existence (1973-74) the Task Force prepared a comprehensive report which was submitted to and accepted by the NEA Representative Assembly, July 2, 1974. In that report, the Task Force made a number of recommendations for association action. As a result the Task Force was continued during 1974-75 in order to (a) develop a comprehensive set of definitive criteria for effective bilingual/multicultural education programs and (b) develop criteria for state legislation which establishes bilingual/multicultural education programs.

The Task Force has done this, and the two sets of criteria make up the main part of this report. For proper perspective, the reports of both years should be considered together since this report is an extension of the first.

Since the Task Force was first appointed, much has occurred in the area of bilingual/multicultural education. The number of local programs is increasing. The NEA-supported *Bilingual Education Act of 1974* was enacted by Congress and signed into law by the President. Additional states have passed or have under serious consideration legislation on bilingual/multicultural education. As part of its awareness program, the NEA featured bilingual/multicultural education in its January/February 1975 journal, *Today's Education.* The NEA-endorsed weekly Bilingual Children's TV Series, *Villa Alegre,* has been launched. Colleges and universities are making more programs available for preparation of teachers and others in bilingual/multicultural education.

There has been progress. There is much still to be done. All too frequently, enough thought is not given to what is needed to make an educational program work, and all too frequently staff and resources necessary to do the job are not provided.

An educationally innovative program often has limited life because it may not satisfy a real need or may suffer a lack of appropriate planning and support. Bilingual/multicultural education may be just a momentary vision on stage or it may be a fully cast production scheduled for an indefinite run. It all depends on how much teachers and others involved in education and government are willing and able to see through to fruition an idea whose time has come.

The following pages list criteria for effective programs and for state legislation in bilingual/multicultural education. The final section of this report considers those who stand to gain from bilingual/multicultural education.

CRITERIA FOR ESTABLISHING AND MAINTAINING AN EFFECTIVE PROGRAM IN BILINGUAL/MULTICULTURAL EDUCATION

The following are criteria or factors that, when provided for, will increase the probability of achieving an effective bilingual/multicultural education experience in the schools. Given time, this experience can lead to greater student achievement, to a stronger student self-concept, to increased student daily attendance, and to a lower student dropout rate. Whether this actually occurs depends on many factors, some of which are addressed in this report. These criteria or factors will be useful as guidelines to state and local education associations as they continue to address themselves to the many needs of teachers and students. Though there are no guarantees to success in an educational endeavor, providing for these factors will increase the probability of the achievement of a viable and effective bilingual/multicultural education program.

A. State and Federal Laws

The force of law is a strong motivating factor in establishing local programs which provide equal opportunity to quality education. Therefore, the following criteria must be met:

1. State legislation must mandate bilingual/multicultural education.
2. State legislation must be in accordance with criteria established by educators.
3. Rules, regulations, and guidelines for federal and state laws which concern procedures for implementation must be fully explicit and readily understandable.
4. Local, state, and federal governments must provide the necessary funding to give programs a real opportunity for success.
5. States must provide to local school districts necessary funding grants for additional per-pupil costs of students involved in the program.

6. The federal government must provide seed moneys for programs.
7. Language and cultural needs of children must not be used as a basis for segregation.
8. State legislation must provide for education and re-education of teachers.

B. Students

Because bilingual/multicultural education programs hold important implications for all students, the following criteria must be met:

1. A student's primary language must be clearly identified.
2. The program must be open to both the English-speaking student and the student whose primary language is not English.
3. Admission to the program must be by consent of parent and (as appropriate) student.
4. No minimum number of students must be required in order to provide a program.
5. There must be no arbitrary limit to the length of time a student may remain in a program.
6. Opportunities must be provided for continued experiences in the student's primary language.
7. The program must be available at all grade levels as needed.
8. The program must not be used as a repository for students who have serious problems requiring special help.

C. Staff

No program could hope to survive, let alone flourish, without a capable, committed, and fully prepared staff. The following criteria must be met:

1. Teachers must be fluent in the languages used for instruction.
2. The staff must be committed to the program and well prepared to accomplish its objectives.
3. Staff job security must not be threatened by the introduction of the program.
4. All staff must understand the program.
5. Teachers currently employed must be encouraged and must be able to participate voluntarily in developing their skills and background to take part in the program. Qualified teachers must be added to the staff for the program as necessary.
6. Equal job opportunities must be extended to qualified teachers of differing cultural backgrounds when adding to the program's teaching staff.
7. Teachers in the program must be on the same salary schedule as all other teachers.
8. Knowledgeable curriculum resource staff must be available to assist teachers.
9. Various means of providing instruction, such as a highly coordinated team approach, must be developed and used.
10. The position of program director must have important status in the school district administration.
11. The program director must be bilingual and have a multicultural background by environment or by education.
12. Central office and building administrators must understand and agree with the objectives and nature of the program.
13. The role of bilingual teacher aides must be clearly defined and must not include full instructional responsibilities.
14. Bilingual teacher aides must be regular employees of the school district with salary, benefits, and training consistent with comparable employees in the district.
15. Maximum class size must be 15 students and maximum classroom staff-student ratio no more than eight students to one staff member.

D. Staff Preparation

Staff preparation must be directed to fulfilling immediate and long-term needs for staffing programs. The following criteria must be met:

1. Teachers must be required by state authority to have a regular teaching certificate by grade level or subject and, in addition, to have either legal endorsement of the regular certificate for teaching bilingual/multicultural education or a second certificate in the area.
2. A waiver for bilingual/multicultural certification must be given only when it has been clearly and conclusively demonstrated that certified candidates are not available; a waiver must be granted on the contingency of fulfilling bilingual/multicultural certification requirements within a reasonable period of time.
3. Classroom teachers must be fully prepared through in-service, undergraduate, and graduate education programs.
4. Graduate education programs in bilingual/multicultural education must be readily available to both monolingual and bilingual teachers.
5. Continued intensive in-service programs must be maintained for teachers during the regular school day.

6. Teachers must receive opportunities to participate in conferences on and to observe programs in bilingual/multicultural education.
7. A "career ladder" education program must be available and funded for teacher aides.
8. The entire staff must understand and be oriented to the purpose and procedures of the program and its relationship to them.
9. The staff must be sensitive to culture, language, and dialects. The staff must identify and accept a child linguistically and culturally without making negative value judgments.
10. Similar benefits of state and federally funded programs (conferences, in-service education, etc.) must be available to all teachers in their areas of interest in order to provide equal treatment and opportunity.

E. Program and Curriculum Development

The program and curriculum must reflect and satisfy clearly established needs. The following criteria must be met:

1. Local programs must be designed and implemented around local needs.
2. Clear objectives and goals for the program must be agreed upon.
3. Classroom teachers must be meaningfully involved in all phases of program development.
4. The local education association must be kept informed on and involved in all phases of program planning, development, and implementation.
5. The program must have cultural as well as language components.
6. The word *foreign* must be dropped as an adjective describing the language department or curriculum of any school district.
7. The program must be an integral part of the total school curriculum.
8. Community resources must be utilized to enhance the educational process.
9. The curriculum that is developed or adopted for the program must be solid, sequential, multicultural, and interdisciplinary.
10. Appropriate teaching materials must be readily available; time and technical assistance must be provided to develop additional teaching materials.
11. Local, state, and national resource centers for materials, curriculum, and research in bilingual/multicultural education must be provided.

F. The Community

The involvement of the community is essential. An understanding of the program and the ability and willingness to influence the development of a program are important considerations for the community.

The following criteria must be met:

1. Concerned and committed community members must want a program, know exactly what they want in a program, and work with other concerned groups (e.g., the local education association) to see that such a program is instituted in a way that will increase its success potential.
2. The community must remain meaningfully involved in the program.
3. Parents and other interested people must give the school board advice on program policy and procedures in a regularly established way (e.g., an advisory council).
4. Agreement on and acceptance of the direction of a program must be realized by decision-makers, implementers, and the community.
5. The community and staff must be regularly informed about the program.

G. Research

Research is a necessary part of an educational program. It is particularly true of this program because of the complexities of learning in this country in languages other than English. An adequate research base needs to be established.

1. Thorough assessment of the student population regarding language skills, attitudes, and sociolinguistic factors must be made before deciding upon the need for and development of a program.
2. Tests must be linguistically and culturally appropriate to the target student group.
3. Tests in the program must be used for diagnosis as well as for measurement.
4. Research and program review must be ongoing in order to provide necessary feedback for decision making.
5. Teachers must be informed about all research on the program and the implications and interpretations of that research.
6. Skills, preparation, and interest of present staff must be assessed in planning a program.
7. Federal, state, and local governments must exercise their responsibilities to fund appropriate research.

CRITERIA FOR STATE LEGISLATION IN BILINGUAL/MULTICULTURAL EDUCATION

As a result of the stimulus of the U. S. Bilingual Education Acts of 1968 and 1974, local pressures, the U. S. Supreme Court in its *Lau v. Nichols* decision, and other court cases, state legislatures are establishing laws on bilingual/multicultural education. Typically state laws are transitional in direction, reflective of a compensatory education attitude, permissive rather than mandatory, and insufficiently funded. All state legislation must reflect the following criteria, which are prerequisites for laying a firm basis for establishing effective local programs:

1. The purpose of the law must be stated specifically and in a positive manner. The purpose must be two-fold:

- To enable students with a primary language other than English to learn in school using their language as a base to be developed and reinforced, as well as a base from which to learn English.

- To provide English-speaking students an opportunity to participate in the program for language and cultural enrichment and for pragmatic social and economic reasons.

The law must consider the student with a primary language other than English as an asset to the educational system and not a liability. The law must state that bilingual/multicultural education is both a means to equal educational opportunity and an appropriate way to satisfy critical individual needs of children.

2. The law must provide an opportunity for maintaining learning in a language other than English. A transitional program to English within a specified time is too limiting. A transition to English is critical, but this must not eliminate opportunity to continue learning in the primary language.
3. The law must not establish an arbitrary length of time for student participation in the program. The student must be able to continue in the program until proficiency in English is attained and must have the opportunity to continue learning in the primary language.
4. The law must stress the importance of including the history and culture associated with language and the multicultural heritage of this country as integral parts of the curriculum.
5. The law must state that the obligation to provide an appropriate program is independent of the number of students demonstrating the need. The law must allow flexibility between adjoining school districts to permit a program to be shared if that is the most feasible way to handle a relatively small number of students.
6. The law must mandate the integration of students with a primary language other than English into the total program and still provide bilingual/multicultural instruction. This is accomplished partly by having primarily English-speaking students in the class and partly by not isolating the program within the school district or within individual schools.
7. The law must establish that admission to and continuance in the program be based on an effective assessment of students' oral, aural, and literal skills.
8. The law must establish that admission to the program requires parental approval and the agreement of students at the secondary level.
9. The law must establish that students and parents of students in the program be informed of the purpose, content, and development of the program.
10. The law must provide that teachers in the program are regularly certified teachers with an additional required certification in bilingual/multicultural education. Necessary qualifications for such an additional certification must be established by the usual state authority. A waiver of certification requirements must be given by state authority only when inability to obtain the necessary teachers has been clearly demonstrated and only when the waiver is given for a limited amount of time and is tied to the satisfaction of certification requirements within that time.
11. The law must provide for the establishment of necessary and appropriate teacher education programs in state colleges and universities.
12. The law must provide for graduate and undergraduate fellowships in teacher education programs.
13. The law must provide for necessary funding grants to local school districts for additional per-pupil costs of the program.
14. The law must provide for the establishment of an advisory council to the local school board. Such an advisory council must be representative of people having concern in this area and be instituted before a program is implemented. The council's function must be to advise the board about program policy and procedures.
15. The law must provide that the local school board make an annual review of the program under the appropriate regulations of the law as established by state authority.
16. The law must provide funds sufficient to implement all of its provisions.

17. The law must provide for in-service development of teachers during and between academic years.
18. The law must establish an office of bilingual/multicultural education within the structure of the state authority and headed by a full-time director who is bilingual and who possesses other qualifications appropriate to the position.
19. The law must provide that before any local program is initiated, a comprehensive assessment be made on student language skills, attitudes, and sociolinguistic factors. Assessment instruments must be culturally and linguistically appropriate.
20. The law must establish that the bilingual/multicultural program be integrated into the total curriculum and within as wide a grade range as needed.
21. The law must establish a class size maximum of 15 students.
22. The law must insure that the addition of a bilingual/multicultural education program augments rather than diminishes the present educational program.
23. The law must provide for the establishment and dissemination of rules and regulations appropriate to the law, the employment of appropriate state personnel, and other necessary steps to insure the implementation of the law.
24. The law must establish that certified classroom teachers will be majority participants on any internal school district planning committee for the program.
25. The law must establish and provide necessary support for a statewide bilingual/multicultural education resource center to provide for development and dissemination of curriculum and instructional materials and to carry out necessary research.

THE GAIN FACTOR IN BILINGUAL/MULTICULTURAL EDUCATION

In addition to the issues of criteria for establishing effective programs and state legislation in bilingual/multicultural education, the Task Force considered the issue of motivation of individuals and groups who directly or indirectly profit from bilingual/multicultural education programs. The Task Force includes this in its report for whatever help it might provide to the understanding of those involved in or faced with the prospects of dealing with bilingual/multicultural education. The following are those who potentially stand to gain from an effective program.

Students gain: a stronger self-concept, increased learning achievement and a feeling of status or prestige, better job opportunities both inside and outside the community, and more opportunities to study and travel.

Teachers gain: professional advancement, increased job opportunities, additional education through subsidized programs, increased salary through accumulation of course credits, more opportunities to travel and study abroad, and increased prestige and a stronger self-image.

The *local education association* gains: opportunities for affirmative action, an opportunity to take a leadership role with community groups in ensuring that an effective program is established and maintained, more public exposure and a stronger public image with the community, a base broadened by newly established relationships with community groups, and, of course, more members as additional teaching positions are opened.

The *school board* gains: increased funds from state and federal governments; an educational program more appropriate to student needs and resulting in fewer student conflicts, problems, and frustrations; reduced community tensions with the lessening of demonstrated antagonism toward the board; and freedom from litigation on charges of not providing appropriate education. Other gains are increased funds from state and federal government and a better chance of re-election.

The *community* gains: greater involvement in the educational decision-making process, a greater identification with what schools are about, increased opportunity for community group interaction in working toward a common goal, a feeling of greater altruism, a feeling of greater individual and collective self-worth, a more highly educated and skilled population with greater economic potential for increased earning and buying power, and students more likely to finish their education and less likely to pose dropout problems.

The *school administration* gains: additional funding for school programs; a more appropriate program for encouraging students to remain in school, thus increasing state reimbursements for the entire school program; freedom from litigation on charges of not providing appropriate education programs; increased staffing; satisfaction of community and student needs; improved self and public image, helpful in getting bond issues and budgets passed; opportunities for affirmative action in hiring staff and thereby broadening the staff; and opportunities for professional advancement.

The *support staff* gains: a greater feeling of identification with the educational process through orientation programs and interaction with the professional staff, a stronger self-image, opportunities of advancement through "career ladder" education programs, more understanding of student and teacher needs, and a greater feeling of self-satisfaction in helping provide for those needs.

Higher education gains: increased enrollment; the opportunity to help develop truly innovative programs; additional job security because of involvement in an expanding area in education; increased status and prestige; opportunity and funds to do research and prepare teachers; opportunity to publish; and opportunity to work directly with school districts, teachers, and the community.

All of the aforementioned are positive. However, there is potential also for strong negative effects. Improperly planned and implemented, a program can be a complete disaster or at the very least a facade of educational innovation that will die quickly of its own inertia, lack of direction, and lack of support. That must not be permitted to happen. Properly planned and implemented bilingual/multicultural education can be an effective, positive force in the schools and in the community. This country has much to gain by taking full advantage of the potential that bilingual/multicultural education offers.

RECOMMENDATION

The NEA Task Force on Bilingual/Multicultural Education recommends that NEA (a) accept the criteria spelled out in this report as its official position with respect to bilingual/multicultural education and (b) work with state affiliates to implement these policies.